

SCIENCE & MEDICINE DEPL.

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A BRIEF FROM THE ONTARIO PSYCHOLOGICAL ASSOCIATION INC.

Submitted to

The Medical Services Insurance Enquiry.

SUMMARY AND RECOMMENDATIONS

It is the intent of this brief to make available to the Citizens Committee on Health Insurance information regarding the profession of psychology and the relation of psychological services to health insurance. The following recommendations are offered in the sincere belief that they are essential to an effective program of health insurance for the citizens of this Province:

1. That the proposed program of health insurance include parallel assistance for both the physically ill and the mentally and emotionally disturbed;
 2. That psychological services rendered by a Registered Psychologist be included among the benefits of the insurance plan.

85-120 Pd · liduc

Salaries — 69-86 (Oni. Hospitals).

Fee schedule.— \$15 / hour
25-minutes Consult.

? Cases directly?

U.S.A.
85% directly referred
psychiatrists,
physician
agency (Childrens Ad. etc.).

Preamble

1. The first objective of this brief is to provide the Committee with information about professional psychology in the Province of Ontario. Our hope is that this information will better enable the Committee to understand and appreciate the present and potential role of psychology and psychologists in health services.
2. A second objective of this brief is to endorse the concept of health adopted by the World Health Organization which emphasizes a state of physical, mental and social well-being, not merely the absence of disease or infirmity, and to stress the need for broad and basic research and the need for a genuinely multi-disciplinary approach to health problems. It is desired to make explicit some of the implications of such a concept for the development and organization of health services and for the special aspects of these services presently being considered by the Committee.

The Development of Psychology in Relation to Health Services

3. Modern psychology had its beginning in the study of "normal" human behaviour investigating such processes as sensation, perception, learning, thinking and remembering. Later the range of research interests expanded to comprise social and individual behaviour at all age levels, and came to include the study of pathological behaviour. As his range of interests widened and as his subject matter became more capable of application, the psychologist came to collaborate with members of other professions, including teachers, nurses, social workers and physicians working in many branches of medicine, all of whom are concerned with the development of normal healthy individuals.

The psychologist came to co-operate with the psychiatrist, because psychology began to develop theories and techniques related to the explanation and evaluation of mental and emotional abnormalities. He worked together with the neurologist because both were interested in how brain function affects behaviour. As the psychologist helped to increase the understanding of many of the factors, including neurological, behavioural and emotional, which were involved in the etiology, progress and treatment of many illnesses and as he developed methods for assessment he was called upon increasingly to provide evaluative and diagnostic assistance and treatment plans in an ever greater variety of medical problems. While psychiatrists may yet provide the bulk of referrals to psychologists, other medical specialists including paediatricians, neurologists and internists are also coming to ask for the help of psychologists in arriving at decisions about patients. It is difficult to estimate the proportions of referrals from various sources since there are wide variations from service to service but it is likely that they would be in a ratio of 60% psychiatric to 40% other medical referrals. As a result, psychologists have increasingly come to be employed on the staff of general hospitals.

Distribution of Psychologists

4. Until twenty years ago most psychologists in Ontario were members of a university staff and engaged principally in teaching and research. The circumstances of World War II created the need and opportunity for many research developments as well as requiring the direct services of psychologists in military, industrial and clinical settings. These branches of psychology,

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including child and educational, had earlier beginnings but, until the war, involved few professional practitioners. Developments in all fields have been fairly rapid since 1945.

5. There are currently about 750 people in Ontario carrying out psychological work, including teaching and research. About two-thirds of this number have Master or Doctor of Philosophy degrees in Psychology from recognized universities. About 40% of the total are engaged in clinical work in mental and general hospitals, in clinics, social agencies and reform institutions, etc. There are about twenty psychologists engaged in private clinical practice. Approximately 20% of the total number perform services in business and industry; about 12% are in school systems and clinics; 15% in universities and 10% in military and government services other than mental hospitals. The nature of various psychological services will be described later in this brief.

Education of Psychologists

6. Universities in Ontario which offer graduate training in Psychology are University of Windsor, University of Western Ontario, University of Toronto, University of Ottawa, McMaster University, Queen's University, University of Waterloo, Carleton University. Those universities which now have or are in the process of developing a Ph.D. program include Windsor, Western Ontario, Toronto, McMaster, Queen's, Ottawa and Waterloo. These universities completed the training of about 100 graduates in 1962 but only about one-fifth of this number received Ph.D. degrees. The remaining four-fifths graduated with Master of Arts degrees. The number of graduates each year is expected to more than double within the next five years.

7. The entrance requirements and program of studies in these universities are similar. The student requires Grade 13 as a basis for admission first to a four-year under-graduate honour course in Psychology. Admission to graduate study in Psychology requires successful completion of the B.A. or equivalent degree with at least second class honour standing and including some under-graduate instruction in Psychology. Normally, the Ph.D. program in Psychology involves a minimum of four years of graduate study and research; the M.A. program typically consists of two years of graduate study and research. Students accepted for graduate study from a four-year undergraduate program in honour Psychology are granted one year of advanced standing toward each of these degrees. The satisfactory completion of the research requirement for the Ph.D. degree may entail additional time either in university residence or in some field setting. There is no lock-step program of training for all psychologists at this level. On the average, those who have been granted the Ph.D. have completed nine years of theoretical, research and field training beyond graduation from Grade 13.

8. The intention of university programs differs from setting to setting. In some, no attempt is made to train psychologists for specialties fields such as the clinical or industrial fields. However, at Queen's, Windsor, Waterloo and Ottawa there are programs of clinical training which are designed to prepare psychologists to work in the clinical area. The development of industrial and educational psychological programs lags far behind. The general objective of university programs is to provide psychologists with broad training and there is heavy emphasis on research. At the same time many students tend to focus their interest, research work, and theses in applied fields.

The Ontario Psychological Association Incorporated

9. The Ontario Psychological Association Inc. was founded in 1947. Its purpose is to further the aims of scientific and professional psychology in Ontario. It has 375 Full Members, 94 Associate Members and 66 Student Members. Requirements for Full and Associate Membership include graduate training in Psychology and professional experience. The Association publishes the O.P.A. Quarterly, a journal of professional affairs. Since an increasingly large proportion of the members are practising psychologists, the Association has given a great deal of its attention to professional matters.

The Psychologists Registration Act, 1960.

10. In 1959, the Ontario Psychological Association, recognizing that an increasing number of psychologists in Ontario were becoming professional practitioners, decided that some form of legally constituted professional regulation was required. The Association subsequently prevailed upon the Province of Ontario to enact legislation which would provide for the "registration" of psychologists. Appropriate liaison was made and mutually satisfactory understanding was achieved with other professions, principally with Medicine. The Psychologists Registration Act, 1960. was subsequently incorporated into the statutes of the Province of Ontario. The Ontario Board of Examiners in Psychology, constituted under the Act, administers the Act. In effect, the Act provides that with the exception of qualified medical practitioners and persons employed by universities, Federal or Provincial governments, only persons holding a certificate of registration may use the words "psychology" or "psychologist" in offering their service for remuneration.

Another important aspect is dealt with in Section 12 of the Act, which reads as follows:

|| "No person who holds a certificate of registration shall treat any person for any type of mental disorder for a fee or other remuneration except on the request of or in association with a duly qualified medical practitioner." .

11. "A doctoral degree based upon a program of studies whose content was primarily psychological from an educational institution approved by the Board;" (Section 6 clause (d)) is one of the qualifications required for registration. A Master's degree with appropriately longer experience will be a sufficient educational requirement for a limited period of time.

12. The Board has registered 237 persons up to November 15th, 1963.

Psychological Services

13. This section will describe briefly the kinds of functions or services which psychologists in Ontario perform with particular reference to matters of health. The functions described are exclusive of the important roles of teaching and research in universities.

14. Clinical Psychology. There are about 300 psychologists in Ontario whose work could be described as clinical. Their services pertain to people who are ill in some way or who require some kind of rehabilitation. The Province is the largest single employer, engaging about one hundred psychologists in the Ontario Hospital System. Psychologists serve in out-patient as well as in-patient departments of Mental Hospitals. Their particular work depends on their experience, classification and hospital circumstances, but their main functions are as follows:

- (a) Psychological assessment including diagnosis of mental disorder, state of mental health, intellectual and other abilities, evaluation of perceptual and functional impairment and vocational potential for rehabilitation.
- (b) Individual and group psychotherapy, planning therapy programs, formulating rehabilitation programs.
- (c) Conducting theoretical as well as applied research programs.
- (d) Instructing other staff members such as psychologists, psychiatrists-in-training, nurses, social workers, etc.

15. We quote a description of the Ontario Civil Service Commission job classification of Psychologist 3--a position for which the minimum requirement is a Ph.D.:

"These employees, by virtue of advanced training and significant clinical and research experience, make independent diagnostic and therapeutic decisions to which a high degree of clinical significance is attached. These employees participate in case conferences as an actively contributing member of a clinic team in the establishment of diagnoses and in planning and assessing individual course of treatment. They administer and interpret a complete range of psychological tests and they independently plan, conduct and supervise individual and group therapy for patients referred from case conferences."

16. In Ontario Hospital Schools the major role of the psychologist encompasses:

- (a) Screening for diagnosis and potential, by use of specialized test and interview techniques, suspected mentally retarded persons for eligibility for legal certification; eligibility and suitability for institutional treatment

and training; eligibility for disabled persons' pensions; magistrates' referrals.

(b) Conducting educational and social therapies relevant to mental deficiency.

(c) Conducting diagnostic, parent counselling and home-management clinics.

17. Some General Hospitals make psychological services available to patients for diagnostic and rehabilitation purposes. The service is performed through testing, interviewing, making assessment and reasonable use of the patient's capacities, intelligence and personality as well as determining how his illness or injury has affected him in a functional way.

18. Psychologists perform services in a variety of special clinics such as Alcoholism and Forensic Clinics. A psychologist in a Forensic Clinic assists in the diagnosis and treatment of mental disorders which manifest themselves in anti-social and criminal behaviour. This involves diagnostic psychological testing, individual and group therapy and conducting research on behaviour and treatment problems.

19. Most Reform Institutions and Penitentiaries have staff psychologists who diagnose behaviour problems of inmates, conduct individual and group psychotherapy and work on individual rehabilitation programs.

20. The Workmen's Compensation Board is a further setting for psychological services of a clinical nature. The psychologist works with other professionals in the rehabilitation program of clients, conducting vocational tests and counselling, assessing effects of head injuries and appraising personality problems.

21. Psychological services for children are performed in a wide range of settings. Some School Boards employ staff psychologists whose functions are to diagnose and make educational assessment of children with learning problems caused by intellectual, physical or emotional difficulties. Some of the school systems have "travelling clinics" consisting of a psychiatrist, a psychologist and a social worker who serve all of its schools. Several communities have Mental Health Clinics supported by Provincial and Municipal governments which serve both adults and children. They accept referrals from schools as well as social agencies. There are also a number of residential treatment centres for children operated under similar auspices. Psychologists have significant responsibilities in such centres for diagnosis, treatment, counselling parents, staff training and research. Some of the centres specialize to some extent in problems such as brain damage, mental deficiency, etc. There are about a dozen private residential treatment centres for children, some with staff psychologists, others using the facilities of local clinics. Children's Aid Societies in the Province utilize the services of psychologists in a similar manner. Some General Hospitals and at least one Psychiatric Hospital have a special clinic for children. Several universities in Ontario provide psychological services for children in their community.

22. The work of industrial psychologists is also clinical in part. Their numbers are more or less evenly divided between private practice and company or government employment, but most industrial psychologists do at least some individual appraisal and counselling work. Vocational counselling has become increasingly important even for "normal" persons because of rapid occupational changes. Some psychologists in industry do full-time clinical

work within the medical departments of their employers.

23. There are a number of clinical psychologists who are employed mainly in private practice. They provide consultations for adults and children in respect to vocational, behavioural and mental health problems. Their clients are not usually the "mentally ill", rather they are individuals with personal difficulties such as vocational, social and domestic problems. The role of the psychologist is commonly not to cure the diseases of the individual but to help him to function effectively as a whole person.

The Need for a Broad Concept of Health Services

24. The Ontario Psychological Association Inc. is convinced that emotionally and mentally disturbed persons are as much in need of care, understanding and financial assistance as individuals who suffer from physical illness. The failure to provide adequate facilities for the prevention, diagnosis, treatment and rehabilitation of persons suffering from emotional and mental disturbances has resulted in a tragic waste of human and economic resources. It has been estimated that some 20% of the general working population suffers from some significant degree of psychological disability. It is essential that our facilities be expanded and improved in this area, and it is equally essential that we take whatever financial measures are necessary to ensure that adequate mental health services be made available to all the citizens of this Province. This means that the mentally ill should no longer be denied the financial assistance which the physically ill have been or will be able to receive under hospital and medical services insurance programs.

25. There is at the present time a widely-held view that a significant improvement in mental health services can occur only through the development of smaller, local hospitals, psychiatric units and similar facilities, which are closely integrated with other health and social agencies in the community in which the patient lives. The Ontario Department of Health has strongly endorsed this view and is currently encouraging local communities to assume a much larger share of responsibility for the provision of services to those whose capabilities are impaired by mental or emotional illness. It seems probable that in future General Hospitals, local Health Units and Boards of Health, Rehabilitation Centres and many other social and health agencies will increasingly assume a major responsibility for preventive, diagnostic, treatment and rehabilitation services for both children and adults suffering from emotional, mental, and behavioural as well as purely physical disorders. As private and semi-private agencies provide an increasing proportion of these services, (while Ontario Hospitals and Mental Health Clinics will consequently provide a smaller proportion of service without charge to the individual patient) it becomes clear that any medical insurance plan which omits coverage of persons suffering from these kinds of illness and disability will in effect discriminate in a totally unfair and quite indefensible manner against these persons. Mental health services in this Province have in the past been considered by many medical and other authorities to be grossly inadequate, and it is the hope that as the responsibility for provision of these services becomes more decentralized, and as they are better integrated with other health services, the quantity and quality of facilities and service will improve. It is difficult to see how this objective can be achieved if all mental health services are not

included in the program of medical insurance.

26. There is presently available a great mass of clinical and research evidence which clearly invalidates the antiquated conception that mental and physical illness may be regarded as separate entities. It is known that emotional factors can contribute to physical illness and that physical illness frequently creates serious emotional problems. To some extent all illness is 'psychosomatic' and many physicians estimate that from 30 to 50 per cent of their patients in general practice are suffering primarily from mental and emotional disorders which manifest themselves in physical symptoms. While the general practitioner may be able to diagnose and treat some of these illnesses himself it seems clear that the assistance of various specialists in the mental health field, including psychologists, will be indispensable in many cases if the same standards of health care are to be provided for these persons as for those suffering primarily from physical dysfunction or disease.

Psychological Services and Health Insurance

27. Once it has been recognized that physical and mental or emotional factors in illness cannot validly be considered in isolation one from the other it becomes clear that an adequate program of health insurance must provide coverage for all forms of illness and disability. Preceding sections of this brief have indicated the numerous and important contributions to health services made in this Province by practicing professional psychologists. While there are at the present time relatively few psychologists in full time private practice in Ontario, it seems quite certain that present trends in the organization of health services, improved methods of prevention and treatment of

mental and emotional disorders, and the increase in the number of psychologists being trained in Ontario Universities, will result in more psychologists being engaged in full or part time private practice in the health service area. The Ontario Psychological Association Inc. believes that if psychology is to make an effective contribution to the solution of health problems in this Province it is essential that psychological services be included in the proposed program of pre-paid health insurance.

28. At the present time this Association is in the process of collecting data from its members which will permit actuarial studies to be made of the cost of such services. A fee schedule for psychological services has been proposed to the membership of this Association which provides for a minimum consultation fee of \$25.00. While sufficient information is not yet available to permit an exact estimate of the cost of evaluative and therapeutic services rendered by psychologists in this Province, it is felt that a generous estimate of the premium cost for psychological services would still be much less than .50¢ per annum per person in Ontario.

Recommendations

29. The intent of this brief has been to make available to the Citizens Committee on Health Insurance information regarding the profession of psychology and the relation of psychological services to health insurance. The following recommendations are offered in the sincere belief that they are essential to

an effective program of health insurance for the citizens of this Province:

1. That the proposed program of health insurance include parallel assistance for both the physically ill and for the mentally and emotionally disturbed;
2. That psychological services rendered by a Registered Psychologist be included among the benefits of the insurance plan.

Private practice?

Submitted by

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